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Strengthening international cooperation and technical assistance in preventing and combating terrorism

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 58/136 of 22 December 2003, entitled "Strengthening international cooperation and technical assistance in promoting the implementation of the universal conventions and protocols related to terrorism within the framework of the activities of the Centre for International Crime Prevention". It reviews the status of technical assistance activities of the Terrorism Prevention Branch of the Division for Treaty Affairs of the United Nations Office on Drugs and Crime and includes an update on efforts made to initiate joint activities with other relevant role players, as well as on information-sharing and awareness-raising. The report also provides a brief overview of the responses received from Member States and international organizations on the nature of links between terrorism and other forms of crime and a summary of the senior-level discussion held during the thirteenth session of the Commission on Crime Prevention and Criminal Justice. It concludes with a set of recommendations on the way ahead.

* A/59/150.

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I. Introduction

1. Enormous loss of life, destruction and damage were caused in 2003 by heinous acts of terrorism, including the deliberate attack on the headquarters of the United Nations Assistance Mission for Iraq in Baghdad. Those events have raised questions about the nature of the challenges facing the international community and have accentuated the need for the international community to join forces to address those problems. They have also highlighted the need to strengthen international cooperation among States and international and regional organizations to prevent, combat and eliminate international terrorism in all its forms and manifestations, wherever it is committed and whoever the perpetrators, since no nation on its own is in a position to fight and eliminate the global evil of terrorism.

2. In its resolution 1373 (2001) of 28 September 2001, the Security Council noted the close connection between international terrorism and transnational organized crime, trafficking in illicit drugs, money-laundering, illegal arms trafficking and illegal movement of nuclear, chemical, biological and other potentially deadly materials. Most of the technical assistance work of the United Nations Office on Drugs and Crime is focused on those areas and thus puts the Office in an exceptional position to explore new sets of paradigms in the delivery of technical assistance. Knowledge of the nature of the links is relevant for the Office not only to increase synergy but also to deliver technical assistance more effectively.

3. The increasing volume of technical assistance activities undertaken by the Terrorism Prevention Branch of the Division for Treaty Affairs of the United Nations Office on Drugs and Crime has been notable. During the period under review the Global Programme against Terrorism, launched in October 2002, was fully implemented. The number of countries that have received assistance in reviewing and revising their national legislation against terrorism is testimony to the commitment of the Office to specific action against the scourge. It is anticipated that the implementation of its activities will be further accelerated during the period 2004-2005.

II. Providing technical assistance to strengthen the legal regime against terrorism

4. Following the attacks of 11 September 2001 in the United States of America, additional mandates were given to the United Nations Office on Drugs and Crime for terrorism prevention activities by the General Assembly in its resolutions 56/88 of 12 December 2001, 56/123 of 19 December 2001, 56/261 of 31 January 2002, 57/170 and 57/173 of 18 December 2002, 57/292 of 20 December 2002, 58/81 of 9 December 2003 and 58/136 and 58/140 of 22 December 2003 and the Economic and Social Council in its resolution 2002/19 of 24 July 2002. In its resolution 11/1, the Commission on Crime Prevention and Criminal Justice encouraged Member States to participate in the Symposium on Combating International Terrorism: the Contribution of the United Nations, which was subsequently held in Vienna on 3 and 4 June 2002. Speakers at that Symposium advised on possible areas in which the Office could assist in developing a global anti-terrorism capacity. The Chairman of the Counter-Terrorism Committee established pursuant to Security Council

resolution 1373 (2001) stressed the importance of providing guidance to States with less experience in legislating and implementing anti-terrorism measures and noted the important role that the United Nations Office on Drugs and Crime could play in that regard.[1] As a result, as mandated by the Symposium and with the endorsement of the Commission, the Office launched its Global Programme against Terrorism in October 2002 to provide assistance to requesting States in strengthening the legal regime against terrorism.

A. Nature of assistance

5. The overall aim of the technical cooperation programme of the United Nations Office on Drugs and Crime is to respond promptly and efficiently to requests for counter-terrorism assistance in accordance with the priorities set by the Commission on Crime Prevention and Criminal Justice and the Counter-Terrorism Committee by: (a) reviewing domestic legislation and providing advice on drafting laws; (b) providing in-depth assistance on the ratification and implementation of new legislation against terrorism through a mentorship programme; and (c) facilitating and providing training for staff of national criminal justice systems on the utilization of new universal legal instruments against terrorism.

6. International cooperation is an essential element of any programme against terrorism. The United Nations Office on Drugs and Crime, with its substantive expertise on international cooperation, is well placed to assist States in developing treaty relations at the bilateral, subregional and regional levels, in particular on the basis of the revised manuals on the model treaties on extradition and mutual legal assistance and the model law on extradition and taking into account the relevant provisions contained in the universal anti-terrorism instruments, the United Nations Convention against Transnational Organized Crime (General Assembly resolution 55/25, annex I), the United Nations Convention against Corruption (Assembly resolution 58/4, annex) and the drug conventions.

7. Indicators for success of the Office's work are the quality and timeliness of assistance rendered, ultimately resulting in an increased number of parties to the 12 universal anti-terrorism instruments. In its resolution 58/136, the General Assembly recommended that the Commission on Crime Prevention and Criminal Justice, in coordination with other United Nations entities, in particular the Counter-Terrorism Committee, keep under regular review the progress made by Member States in becoming parties to and implementing the universal conventions and protocols related to terrorism and the needs of Member States requesting assistance. As at 22 July 2004, 11 States had ratified universal instruments subsequent to having received direct legislative drafting assistance from the Office.[2]

B. Project execution

8. The main focus of the activities under the technical assistance projects on strengthening the legal regime against terrorism has been on the provision of direct legal advisory services to requesting States on incorporation of the relevant provisions contained in the 12 universal anti-terrorism conventions and protocols into national legislation. Those activities have been carried out in close consultation

with the Counter-Terrorism Committee and were, inter alia, guided by requests received from and priorities set by the Committee.

9. In particular, during the past 1½ years, the Office familiarized more than 500 lawmakers and law enforcement and other criminal justice officials from over 80 countries with the provisions of Security Council resolution 1373 (2001), as well as the requirements for ratifying and implementing the universal anti-terrorism instruments and international cooperation arrangements.

10. Specific national action plans were developed jointly with Governments and legislative drafting committees were established to study the provisions of the instruments and to make recommendations to ministers regarding ratification as well as implementation of legislation. Such direct country-specific assistance had been delivered to 43 countries as at 23 July 2004.[3]

11. Regional and subregional workshops have been held that have allowed countries from the same region to compare progress, learn from each other and harmonize legislative efforts: in Lithuania for the Baltic States, Belarus, the Russian Federation and Ukraine; in Costa Rica, jointly with the Inter-American Committee against Terrorism (CICTE) of the Organization of American States (OAS) and the Latin American Institute for the Prevention of Crime and the Treatment of Offenders for States members of OAS[4] that had ratified the Inter-American Convention against Terrorism; in Mali for West and Central African States;[5] in the United Kingdom of Great Britain and Northern Ireland, jointly with the Office for Democratic Institutions and Human Rights of the Organization for Security and Cooperation in Europe (OSCE) for the Central Asian States, as well as Albania, Bosnia and Herzegovina, Croatia, Serbia and Montenegro and the former Yugoslav Republic of Macedonia; in the Sudan for States members of the Intergovernmental Authority on Development; and in Turkey for the Central Asian States and States of the southern Caucasus. In addition, a study tour was organized for Portuguese-speaking countries and territories[6] on the ratification and implementation of the United Nations conventions and protocols relating to the fight against organized crime and to the universal anti-terrorism instruments.

12. The workshops produced final documents focusing on the follow-up technical assistance needs of participating States with regard to the ratification and implementation of the universal anti-terrorism instruments. Final declarations, inter alia, encouraged the development of a culture of intolerance towards terrorism in all its forms, called upon the United Nations Office on Drugs and Crime and the Office of the United Nations High Commissioner for Human Rights to develop joint technical assistance programmes on counter-terrorism and encouraged the use of the International Criminal Police Organization (Interpol) to ensure an adequate exchange of information in the area of counter-terrorism.

13. In some cases, staff of the Office provided States with the elements needed to complete reports to the Counter-Terrorism Committee in response to Security Council resolution 1373 (2001). Terrorism prevention experts were also strategically placed in the field, in a number of regions, to support and follow up assistance activities.

14. In line with the priorities of the Counter-Terrorism Committee, the United Nations Office on Drugs and Crime will, while continuing its work on promoting the universal anti-terrorism instruments, orient its activities towards in-depth,

qualitative follow-up aid to requesting countries for the implementation of the instruments. The scope of assistance provided will be broadened. A global network of experts will be established to follow up on progress made by States. The creation of advisory panels for geographical regions and legal systems to review proposed legislative solutions and provide specific input appropriate to the particular country's historical and legal traditions and jurisprudence is also envisaged. The focus will be on implementation assistance, that is, on strengthening institutional structures and mechanisms to enable States to implement the relevant international instruments, providing online advice on extradition and mutual legal assistance requests and giving advice on international cooperation mechanisms through mentorship programmes, thus working towards the full implementation of the universal instruments.

C. Technical assistance tools

15. A legislative guide to the universal anti-terrorism instruments and accompanying checklists have been designed by the United Nations Office on Drugs and Crime to encourage and help States to ratify and implement the universal instruments. The guide enhances the ability of the Office to respond to requests for legal technical assistance and is available in the six official languages of the United Nations as an official publication[7] and on the web site of the Office (http://www.unodc.org/unodc/terrorism_documents.html). The guide contains drafting resources in the form of laws currently in force, as well as illustrative model laws. Checklists containing the convention requirements accompany the legislative guide.

16. Examples of provisions from national legislation are contained on the web site together with material from the Commonwealth Secretariat. In addition, the Office has compiled relevant legislation from over 130 countries. This legal database is used by the Office as an in-house tool to support the delivery of technical assistance and is updated periodically.

17. The United Nations Office on Drugs and Crime, the International Institute of Higher Studies in Criminal Sciences and the Monitoring Centre on Organized Crime organized an expert group meeting on the preparation of model legislation on extradition in conjunction with a training workshop on extradition in terrorism cases in Siracusa, Italy, from 2 to 6 December 2003. The two meetings served to upgrade skills in the field of extradition.

D. Guidelines for technical assistance

18. Pursuant to General Assembly resolution 58/136, a meeting of experts was organized by the United Nations Office on Drugs and Crime in cooperation with the Institute for Security Studies in Cape Town, South Africa, on 24 and 25 February 2004 to consider a compilation of international legal instruments, declarations and models pertaining to terrorism, related forms of crime and international cooperation, assembled with the assistance of the International Centre for Criminal Law Reform and Criminal Justice Policy. The meeting proposed 10 guidelines for the provision of technical assistance by the Office, which were submitted to the Commission on

Crime Prevention and Criminal Justice for input from Member States. It also suggested that the Secretariat should develop an implementation guide to update the legislative guide on the universal anti-terrorism conventions and protocols, incorporating the experience gained in the projects on strengthening the legal regime against terrorism and relating the contents of the compendium of the needs of States.

E. Voluntary contributions

19. The table below shows the contributions that have been made to the United Nations Crime Prevention and Criminal Justice Fund for technical assistance projects of the Terrorism Prevention Branch:

Donor	*Total value (United States dollars)*
Austria	1 025 674
United Kingdom[a]	478 000
Italy	469 366
Italy[a]	306 373
France	247 578
United States of America	230 000
Germany	162 690
Spain	156 576
Germany[a]	50 000
Canada	47 071
Turkey	25 000
Netherlands	4 720
Total	**3 203 048**

[a] Indicates pledged amounts.

III. Links between terrorism and other forms of crime: synergy for technical assistance delivery

A. Nature of links

20. In its resolution 58/136, the General Assembly invited Member States to provide the Secretary-General with information on the nature of links between terrorism and other forms of crime in order to increase synergy in the delivery of technical assistance. By a note verbale dated 30 September 2003 and a follow-up note dated 29 December 2003, the Secretariat requested information on the nature of those links. As at 29 July 2004, the following 56 countries and territories had responded: Algeria, Australia, Azerbaijan, Barbados, Bahrain, Burkina Faso, Colombia, Comoros, Costa Rica, Croatia, Denmark, Ecuador, Egypt, El Salvador, Estonia, Finland, France, Germany, Greece, India, Italy, Japan, Kenya, Kyrgyzstan, Latvia, Lebanon, Liechtenstein, Lithuania, Malta, Marshall Islands, Mauritius, Mexico, Myanmar, Namibia, New Zealand, Oman, Panama, Poland, Qatar, Republic

of Korea, Romania, Sao Tome and Principe, Saudi Arabia, Senegal, Slovakia, Sweden, Switzerland, Syrian Arab Republic, Turkey, Ukraine, United Kingdom and the crown dependencies of Guernsey and the Isle of Man, United States of America, Uzbekistan and Yemen.

21. Replies were also received from the International Bar Association, the League of Arab States and the Offshore Group of Banking Supervisors.

22. Most of the States responding provided the Secretariat with the text of the relevant provisions in their domestic legislation dealing with terrorist crimes, as well as the provisions indicating the punishment envisaged. Some States reported that they were in the process of enacting specific counter-terrorism legislation, while others had recently done so or had amended their penal codes. Most States were extending the list of behaviours related to terrorism that were to be criminalized. Governments had made an effort to criminalize most of the organizational activities of terrorist groups, such as the recruitment of members, fund-raising, concealment of sources of funding, various forms of incitation to violence and the planning and execution of terrorist acts. Most States treated terrorist acts as serious crimes in their legislation and also criminalized preparatory acts committed by terrorist organizations.

23. Many countries reported on their obligations as parties to international and regional conventions, as well as their existing bilateral extradition and mutual legal assistance agreements. In that context, several countries made specific reference to the United Nations Convention against Transnational Organized Crime (General Assembly resolution 55/25, annex I).

24. In those cases where there were perceived links between terrorism and other forms of crime, it was reported that the links were mostly of an operational, logistical or financial nature, denoting the presence of alliances of convenience. Many countries indicated that often the aim of terrorist groups in committing other crimes was to obtain financial or other means to commit terrorist acts. In the absence of other means of support, terrorist groups, according to some responses received, had become involved in various forms of lucrative crime in order to support themselves and finance their main activities. In addition, in the absence of normal access to some of the means required to carry out terrorist activities, terrorist groups had become involved in various crimes in order to procure such means.

25. Many States indicated that terrorist groups were frequently involved in trafficking in illicit drugs, smuggling of arms, smuggling of illegal migrants and other forms of exploitation of illegal markets, inter alia, to support terrorist activities. A number of countries indicated that there were links between terrorist activities and various criminal activities relating to corruption, money-laundering and the falsification of travel and identity or other official documents. Some countries observed links between terrorism and trafficking in potentially deadly materials.

26. Other States found it difficult to comment on the existence of links between terrorism and other forms of crime, since they had not faced terrorist activities within their territories in recent years.

27. Some States described programmes in the areas of law enforcement and judicial training, as well as bilateral arrangements. In the area of law enforcement

cooperation, several countries noted the role of Interpol and of regional police cooperation arrangements. Several also stressed the importance of cooperation and exchange of information among financial intelligence units.

28. Several countries reported on their actions in response to Security Council resolutions 1267 (1999) of 15 October 1999 and 1333 (2000) of 19 December 2000 concerning Al-Qaida and the Taliban (and associated individuals and entities). Several also referred to the information already contained in their respective reports submitted to the Counter-Terrorism Committee pursuant to paragraph 6 of resolution 1373 (2001) (see http://www.un.org/Docs/sc/committees/1373).

B. Meeting of experts

29. A meeting of experts was organized by the United Nations Office on Drugs and Crime in cooperation with the Institute for Security Studies in Cape Town, South Africa, on 26 and 27 February 2004, on increasing synergy in the delivery of technical assistance to address the involvement of terrorists in other forms of crime. Participants acknowledged the difficulty in documenting and describing linkages between criminal groups and terrorist groups or between terrorist and other criminal activities. They found reliable data on the nature of such links to be hard to obtain and the task to be further complicated in many cases by the absence of criminalization, issues of definition and lack of complete information and record-keeping.

30. The meeting proposed that countries strengthen their actions against terrorism by focusing their attention on other forms of criminal activity that preceded and accompanied terrorist crimes. It pointed out that full use should be made of other appropriate international instruments to pursue crimes related to terrorism. In particular, it encouraged Member States to utilize the mutual legal assistance and extradition provisions of those instruments.

31. The meeting also highlighted the need for Member States' responses to such criminal activities and for technical assistance activities to be comprehensive and integrated. There was consensus that the United Nations Office on Drugs and Crime, in cooperation with the United Nations Crime Prevention and Criminal Justice Programme network of institutes, should, in accordance with the implementation guidelines on technical assistance proposed by the meeting, provide technical assistance to enhance the capacity of requesting States to prevent and combat both terrorist acts and other forms of serious crime simultaneously. Specifically, technical assistance missions, tools and training efforts should be integrated, where feasible, so that they addressed jurisdictional, procedural and international cooperation issues common to the fight against terrorism, drug trafficking, transnational organized crime, money-laundering, corruption and other forms of serious crime. Such an integrated approach, in particular when closely coordinated with bilateral assistance and with other efforts of international, regional and subregional organizations under the leadership of the Counter-Terrorism Committee, would hold the greatest promise of achieving the increased synergy envisioned by the General Assembly in its resolution 58/136.

IV. Joint activities

32. Apart from creating synergy among relevant units within the United Nations Office on Drugs and Crime, such as the Anti-Money-Laundering Unit of the Rule of Law Section of the Human Security Branch of the Division for Operations, the launching of the Global Programme against Terrorism has made the Terrorism Prevention Branch a key partner and executive agent for technical assistance of the Counter-Terrorism Committee. The relationship between the Branch and the Committee is complementary and synergistic. While the Committee analyses reports received from Member States and facilitates the provision of technical assistance to requesting States, the Branch, with its substantive expertise, delivers that assistance. Regular working contacts with the Committee are maintained, in particular through reports to its Technical Assistance Team and liaison in identifying countries with a priority need for legal assistance. In that regard, the Committee directs requests for assistance from countries to the United Nations Office on Drugs and Crime.

33. Partnerships and collaborative ties have been established not only with the Counter-Terrorism Committee, but also with the Office of Legal Affairs of the Secretariat and regional bodies such as OSCE.

34. As a follow-up to the special meeting organized by the Counter-Terrorism Committee on 6 March 2003, OSCE, in cooperation with the United Nations Office on Drugs and Crime, hosted a meeting between international, regional and subregional organizations in Vienna on 11 and 12 March 2004. That initiative was joined by the Counter-Terrorism Committee, acting through its Chairman. The overall theme of the meeting was "Strengthening practical cooperation between regional and international organizations". The meeting resulted in the Vienna Declaration (S/2004/276), in which the 40 participating organizations committed themselves to undertake joint activities to strengthen cooperation. The proceedings of the meeting will be presented in a joint OSCE/United Nations Office on Drugs and Crime publication.

35. With regard to partnerships with national ministries, a precedent has been set with the cooperative arrangements of the United Nations Office on Drugs and Crime with the Office of Prosecutorial Development, Assistance and Training of the United States Department of Justice and with the International Criminal Investigative Training Assistance Program. A meeting was held in Vienna from 10 to 13 February 2004 on international legal frameworks for cooperation in combating terrorism, organized crime and corruption. The meeting constituted an opportunity to highlight successful strategies and opportunities for cooperation in improving transnational judicial assistance, including legislative drafting, development of skills and institution-building.

36. Joint assistance activities for specific regions are being implemented with OAS for countries in Central and South America, with OSCE for Central Asian States, with the Council of Europe for Eastern European countries and with the African Union for members of the Intergovernmental Authority on Development. Representatives of the International Monetary Fund have joined staff of the Terrorism Prevention Branch on missions to provide legal advisory services related to the financing of terrorism.

V. Information-sharing and awareness-raising

37. In order to ensure programme accountability, the Terrorism Prevention Branch provided, on a periodic basis, detailed briefings to Member States on progress made in programme delivery. In addition to those briefings, information on programme implementation was provided regularly to permanent missions. The Branch furnished the Counter-Terrorism Committee and donor and recipient countries on a monthly basis with a matrix of its ongoing and planned technical assistance activities per country, region and subregion. Presentations on programme activities were made in a variety of international forums, including the Counter-Terrorism Committee, the Counter Terrorism Action Group of the Group of Eight and the Council of the European Union Working Party on Terrorism.

38. The Terrorism Prevention Branch expanded its efforts to disseminate information through its web site, which contains technical assistance tools and information on the technical assistance programme. New brochures reflecting the work of the Branch have been issued, while one issue of the journal *Forum on Crime and Society* was devoted to terrorism.

VI. Commission on Crime Prevention and Criminal Justice

39. The Commission on Crime Prevention and Criminal Justice held a senior-level discussion on progress made with regard to the criminal justice aspects of terrorism and international cooperation and to the universal conventions and protocols related to terrorism. As requested by the General Assembly, the Counter-Terrorism Committee and relevant intergovernmental organizations were invited to participate in the discussion. The Commission recommended to the Economic and Social Council the approval of a draft resolution for adoption by the General Assembly entitled "Strengthening international cooperation and technical assistance in promoting the implementation of the universal conventions and protocols related to terrorism within the framework of the activities of the United Nations Office on Drugs and Crime".

40. The Executive Director of the United Nations Office on Drugs and Crime noted the deliberate attacks on international organizations such as the International Committee of the Red Cross. He stressed the need for enhanced international cooperation and highlighted examples of the progress being made with regard to international, regional and national measures to counter terrorism.

41. The observer for the Counter-Terrorism Committee outlined the principal courses of action available to the United Nations in its fight against terrorism and the importance of Security Council resolution 1373 (2001). Having stressed that the existing 12 universal instruments against terrorism represented the legal basis for international cooperation, he highlighted the work of the Committee and the complementary work carried out by other international and regional entities, such as the United Nations Office on Drugs and Crime, noting the exemplary nature of the cooperation between the Counter-Terrorism Committee and the Office.

42. During the discussion it was recognized that terrorism was one of the most serious threats to freedom, democracy and human rights and a major source of destabilization for States and societies. Speakers referred to recent terrorist attacks,

expressing their deep sympathy for the tragic loss of life caused. Terrorism should be condemned in all its forms and manifestations, irrespective of where the terrorist acts were committed or who committed them. It was stressed that there was no excuse for acts of terrorism and that there should be no distinction between "good" and "bad" terrorism. Furthermore, a number of speakers stressed that terrorism was not linked to any specific religion. There was recognition that terrorism was a transnational phenomenon and that it could only be defeated with the active participation of all States and regional organizations.

43. While the importance of addressing the root causes and breeding grounds of terrorism was underlined, it was also noted that there were other means to prevent terrorism such as awareness-raising, dialogue and the teaching of coexistence, victim compensation, the improvement of social conditions and the criminalization of discrimination based on sex, religion or religious affiliation.

44. The need to make progress in the work on the draft comprehensive convention on international terrorism was stressed as a means to enhance the international legal framework against terrorism, in particular with a view to developing a clear definition of terrorism. The importance of having a global legal framework, with the corresponding provisions to detect, prevent, prosecute and convict terrorists, with full respect for human rights and the rule of law, was also stressed.

45. Some speakers noted with concern the links between terrorism and other forms of criminal behaviour, which had already been recognized by the Security Council in its resolution 1373 (2001). In that context, the importance of international cooperation in the fight against terrorism and other forms of crime was emphasized.

46. Many speakers noted the record of their Governments in ratifying existing universal and regional instruments related to the prevention and suppression of international terrorism and outlined specific domestic measures in the process of adjusting national legislation to international standards in order to implement the ratified instruments and comply with the requirements of Security Council resolution 1373 (2001).

47. Several speakers expressed their satisfaction with the work carried out by the Terrorism Prevention Branch and noted the complementary, non-duplicative work in support of the overall role of the Counter-Terrorism Committee. In that regard, they welcomed the revitalization of the Committee, as presented in Security Council resolution 1535 (2004) of 26 March 2004.

48. In referring to the technical assistance activities already carried out by the Terrorism Prevention Branch in their respective States, many speakers expressed their appreciation for the legislative advisory services provided. Several speakers made reference to specific national, subregional and regional workshops for the ratification and implementation of the universal anti-terrorism instruments. An especially important aspect of the mandate of the Branch was identified in its contribution to the universalization of the United Nations instruments against terrorism to create a global, encompassing legal framework.

49. While some speakers expressed the view that the United Nations Office on Drugs and Crime should maintain its focus on legal reform, other speakers advocated a greater role for the United Nations and for the Office in fighting terrorism. Most speakers agreed that it was crucial, once the instruments had been

ratified, for the Office to provide assistance in building capacity to implement the global instruments effectively at the national level.

50. Some speakers noted the need for future assistance and advice on the implementation of the universal instruments, including legislative assistance, as well as for specific training, establishment of national bodies and provision of equipment. In that respect, the representative of Angola (on behalf of the States Members of the United Nations that are members of the Group of African States) and the representative of Colombia (on behalf of the States Members of the United Nations that are members of the Group of Latin American and Caribbean States) called upon the international community and the United Nations Office on Drugs and Crime to provide continued, reinforced assistance. Many speakers stressed the need for the Office to have at its disposal adequate financial resources to carry out its tasks effectively.

VII. Conclusions and recommendations: the way ahead

51. Building on the pilot work carried out in 2003 and on the testing of the new technical assistance tools developed so far, the focus of the activities of the United Nations Office on Drugs and Crime will continue to be on providing assistance to Member States, upon request, on the ratification and implementation of the universal anti-terrorism instruments and thus to contribute to the implementation of Security Council resolution 1373 (2001).

52. The capacity of the Office to deliver technical assistance has been enhanced in the operational area through its representation at the country and subregional levels as a result of placing experts in the field, the conversion of offices of the United Nations Drug Control Programme to field offices of the United Nations Office on Drugs and Crime, as well as creating partnerships. Additional efforts will be made to utilize the power of partnerships to the full.

53. In its resolution 58/136, the General Assembly expressed its appreciation to donor countries for voluntary contributions that had supported the launching of the Global Programme against Terrorism, and invited all States to make adequate voluntary contributions to the United Nations Crime Prevention and Criminal Justice Fund. The further growth of operational activities, ongoing requests for assistance and the continued support given to the ratification and implementation of the universal anti-terrorism instruments have stretched the limited resources available. Additional voluntary contributions and cost-sharing arrangements with assisted countries are essential.

54. In accordance with the medium-term plan for the period 2002-2005 and the programme budget for the biennium 2004-2005, the main priorities for the technical assistance activities of the United Nations Crime Prevention and Criminal Justice Programme are fostering international cooperation and strengthening national capacity in, inter alia, promoting anti-terrorism policies and measures. Thus, the main elements of future work will be the facilitation and/or provision of capacity-building assistance to strengthen international cooperation and to provide legal advisory services for the implementation of the instruments. Future activities of the Office envisaged also include support

for the creation of central authorities to deal with requests for international cooperation and special units for the implementation of the universal instruments against terrorism, in particular the strengthening of international cooperation arrangements.

55. International cooperation is of great importance in the fight against terrorism. The international community has developed the necessary legal instruments for international cooperation. The United Nations Office on Drugs and Crime must respond to the challenge, broadening the assistance provided to prosecutors, judges and other law enforcement practitioners in Member States to put those instruments to good use. The challenge is to provide a system of effective and fair criminal justice across the globe, thus increasing safety and security.

Notes

[1] See United Nations Office on Drugs and Crime, *Combating International Terrorism: the Contribution of the United Nations*, 2003.

[2] Azerbaijan, Benin, Burkina Faso, Comoros, Croatia, Georgia, Jordan, Kyrgyzstan, Madagascar, Mauritius and Mozambique.

[3] Afghanistan, Angola, Armenia, Azerbaijan, Belarus, Benin, Brazil, Burundi, Cambodia, Cape Verde, Central African Republic, Chad, Comoros, Croatia, Democratic Republic of the Congo, Georgia, Guinea, Guinea-Bissau, Haiti, Hungary, Jamaica, Jordan, Kyrgyzstan, Lao People's Democratic Republic, Madagascar, Mali, Mauritius, Mongolia, Mozambique, Niger, Paraguay, Peru, Republic of the Congo, Romania, Sao Tome and Principe, Slovakia, Sudan, Suriname, Tajikistan, Ukraine, Timor-Leste, United Arab Emirates and Viet Nam.

[4] Costa Rica, El Salvador, Mexico, Nicaragua, Panama and Peru.

[5] Benin, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Comoros, Democratic Republic of the Congo, Gabon, Gambia, Ghana, Guinea, Niger, Nigeria, Republic of the Congo, Rwanda, Sao Tome and Principe, Senegal, Sierra Leone and Togo.

[6] Angola, Brazil, Cape Verde, Guinea-Bissau, Macao Special Administrative Region of China, Mozambique, Portugal, Sao Tome and Principe and Timor-Leste.

[7] United Nations Office on Drugs and Crime, *Legislative Guide to the Universal Anti-Terrorism Conventions and Protocols* (United Nations publication, Sales No. E.04.V.7).

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International drug control

International cooperation against the world drug problem

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 58/141 of 22 December 2003, entitled "International cooperation against the world drug problem," in which the Assembly requested the Secretary-General to submit to it at its fifty-ninth session a report on the implementation of that resolution. The report provides an overview of the implementation of mandates relating to international drug control, in particular the outcome of the twentieth special session of the General Assembly, devoted to countering the world drug problem together, held from 8 to 10 June 1998.

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I. Introduction

1. In its resolution 58/141 of 22 December 2003, entitled "International cooperation against the world drug problem", the General Assembly reaffirmed its commitment to the outcome of its twentieth special session, devoted to countering the world drug problem together, held in New York from 8 to 10 June 1998; and reaffirmed the importance of the commitments of Member States in meeting the objectives targeted for 2003 and 2008, as set out in the Political Declaration adopted by the Assembly at the twentieth special session (Assembly resolution S-20/2, annex). In section II of the same resolution, the Assembly reaffirmed the Joint Ministerial Statement and further measures to implement the action plans emanating from the twentieth special session of the Assembly, adopted during the ministerial segment of the forty-sixth session of the Commission on Narcotic Drugs (A/58/124, sect. II. A); called upon all relevant actors to continue their close cooperation with Governments in promoting and implementing the outcome of the twentieth special session and of the ministerial segment of the forty-sixth session of the Commission; and stressed that, in order to further develop sound, evidence-based drug control policies, data collection and analysis and evaluation of the results of ongoing policies were essential tools.

2. In the area of demand reduction, the General Assembly, in section II of its resolution 58/141, urged all Member States to implement the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction (Assembly resolution 54/132, annex) and to strengthen their national efforts to counter the abuse of illicit drugs in their population, in particular among children and young people; and, in order to achieve a significant reduction of drug abuse by 2008, urged States to further implement comprehensive demand reduction policies and programmes.

3. Also in section II of its resolution 58/141, the General Assembly urged States to renew their efforts to implement the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors (Assembly resolution S-20/4 A), to make special efforts to counter the abuse and recreational use of amphetamine-type stimulants (ATS), especially by young people, and to disseminate information on the adverse health, social and economic consequences of such abuse. In the area of precursor control, the Assembly, in section II of that resolution, encouraged States to establish or strengthen mechanisms for making the most effective use of existing systems and for ensuring strict control of chemical precursors used to manufacture illicit drugs.

4. In the area of judicial cooperation, the General Assembly, in section II of its resolution 58/141, called upon all States to strengthen international cooperation among judicial and law enforcement authorities at all levels in order to prevent and combat illicit drug trafficking and to share best operational practices, in particular in the areas of air, maritime and port control. In the area of countering money-laundering, the Assembly, in section II of that resolution, urged States to strengthen action, in particular international cooperation and technical assistance aimed at preventing and combating the laundering of proceeds derived from drug trafficking and related criminal activities.

5. Also in section II of its resolution 58/141, the General Assembly called upon States: to enhance support for alternative development and elimination programmes

undertaken by countries affected by the illicit cultivation of cannabis, of opium poppy and of coca bush, in particular national programmes that seek to reduce social marginalization and promote sustainable economic development; to encourage international cooperation, including preventive alternative development, to prevent illicit crop cultivation from emerging in or being relocated to other areas; and to provide greater access to their markets for products of alternative development programmes.

6. In section III of its resolution 58/141, the General Assembly encouraged the Commission on Narcotic Drugs, as the global coordinating body in international drug control and as the governing body of the United Nations International Drug Control Programme, and the International Narcotics Control Board to continue their work on the control of precursors and other chemicals used in the illicit manufacture of narcotic drugs and psychotropic substances; and requested the Programme to continue to strengthen dialogue with Member States and to ensure continued improvement in management, inter alia, through the full implementation of Commission resolutions 44/16 and 45/17, to strengthen cooperation with Member States and relevant entities and to provide, on request, assistance in implementing the outcome of the twentieth special session.

II. International cooperation to counter the world drug problem and follow-up to the twentieth special session of the General Assembly

A. Follow-up by the Commission on Narcotic Drugs

7. The Commission on Narcotic Drugs is mandated to oversee the implementation of the action plans and measures adopted at the twentieth special session of the General Assembly, through replies submitted by Governments to the biennial reports questionnaire on their efforts to meet the relevant goals and targets. At its forty-seventh session, in 2004, the Commission continued to review the progress achieved by Governments in meeting those goals and targets. Governments are to submit their replies to the biennial questionnaire for the third reporting cycle, covering the period from June 2002 to June 2004. The information will be used to prepare the third biennial report of the Executive Director, to be considered by the Commission at its forty-eighth session, in 2005.

B. Demand reduction

Global trends

8. The total number of drug users in the world is estimated to be about 185 million people, equivalent to 3 per cent of the world population or 4.7 per cent of the population aged 15-64. The latest estimates confirm that the most widely abused substance is cannabis (close to 150 million users), followed by ATS (about 30 million people use amphetamines, primarily methamphetamine and amphetamine, and 8 million use Ecstasy). Slightly more than 13 million people use cocaine, and 15 million use opiates (such as heroin (9 million), morphine, opium, synthetic opiates). Because of their impact on health, measured in terms of demand

for treatment services, opiates remain the most serious problem drug in the world. They account for 67 per cent of drug treatment in Asia, 61 per cent in Europe and 47 per cent in Oceania. In South-East Asia, however, methamphetamine has become the main problem drug in the last decade. Cocaine still comes first in the Americas as a whole, but in the United States of America the number of persons admitted to drug treatment centres is now higher for heroin than for cocaine. In Africa, cannabis continues to dominate treatment demand (65 per cent).[1]

9. Since 1998, the global drug abuse trends have been as follows (see figure I):

(a) Abuse of cannabis has been increasing in most countries. In countries with high prevalence and long-term prevention efforts, it seems that prevalence is stabilizing, or even declining (as in Australia, for example), even if it is still at a relatively high level;

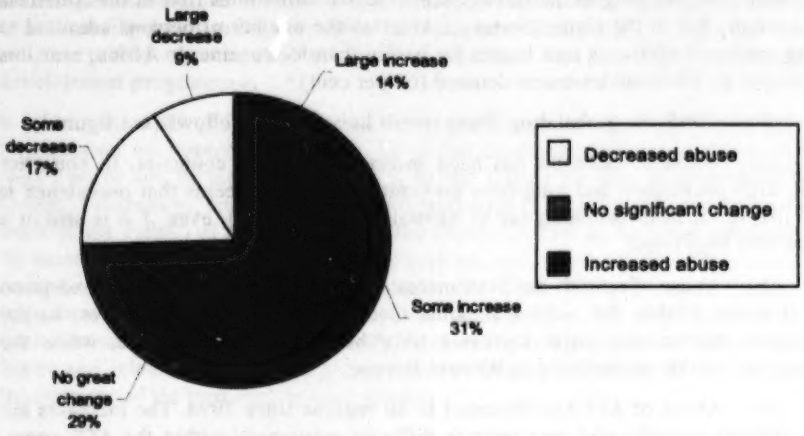
(b) Abuse of opioids has been increasing in most regions, with the exception of Oceania. Within the various regions, there are significant differences. In the European region, the major increases have been in Eastern Europe, while the situation is stable or declining in Western Europe;

(c) Abuse of ATS has increased in all regions since 1998. The increases are of different intensity and may refer to different substances within the ATS group, but ATS have become a major drug of choice in all regions;

(d) Cocaine abuse has been increasing slightly in the main region of consumption (the Americas) and its rising level of use is causing concern across Europe. In Africa, the increasing abuse of cocaine reported in the late 1990s has ceased; in Asia, very small increases in the abuse of that substance have been reported; and in Oceania the situation is stable. Crack cocaine remains a serious problem in some areas.

10. The impact of drug abuse on crime and violence at the community level was the main focus of the *Report of the International Narcotics Control Board for 2003*.[2] The Board called on Governments to implement comprehensive, community-based drug demand reduction policies, paying special attention to drug abuse prevention in combination with a range of social, economic and law enforcement measures, which should include: creating an environment that is not conducive to drug dealing and micro-trafficking; supporting local efforts at employment and licit income generation; educational programmes targeting socially marginalized groups; and intervention work with groups at risk. The Board also noted that programmes needed to be sustainable in the long term in order to generate the desired impact.

Figure I
Global trends in drug abuse, 2002



Source: Information provided by 95 Governments on their replies to the annual reports questionnaire.

Key indicators

11. The ability of the international community to monitor trends in the area of drug abuse depends upon the identification and application of key indicators, which are incorporated into information-gathering instruments. At its forty-seventh session, in 2004, the Commission on Narcotic Drugs agreed on the need to establish key indicators to be used as a reference to measure progress in the reduction of drug abuse. There was a consensus on the key indicators proposed by the Secretariat in its report on the world situation with regard to drug abuse (E/CN.7/2004/2) and the idea of developing a drug abuse index based on those indicators was welcomed.[3] The key indicators identified at an expert meeting on the principles, structures and indicators for drug information systems, held in Lisbon in January 2000, were as follows (E/CN.17/2004/2, para. 83):

(a) Drug use among the general population (estimates of prevalence and incidence);

(b) Drug use among the youth population (estimates of prevalence and incidence);

(c) High-risk drug abuse (estimates of the number of injecting drug users and the proportion engaged in high-risk behaviour, estimates of the number of daily drug users);

(d) Use of services for drug problems;

(e) Drug-related morbidity (prevalence of HIV, hepatitis B virus and hepatitis C virus among illicit drug users);

(f) Drug related mortality (death directly attributable to drug use).

12. In this connection, many countries are working towards improving their data collection systems, with the support of the United Nations Office on Drugs and Crime within the framework of the Global Assessment Programme on Drug Abuse and other programmes.

HIV/AIDS

13. The Commission on Narcotic Drugs is giving priority to HIV/AIDS prevention in the context of drug abuse, because the sharing of contaminated needles and syringes and other injection equipment among injecting drug users remains a significant route of HIV transmission in virtually all subregions except sub-Saharan Africa (E/CN.7/2004/3 and Corr.1, para. 4). There are approximately 13.2 million injecting drug users in the world, and in some areas more than 50 per cent of them are HIV-positive. In its resolution 47/2, the Commission encouraged the United Nations Office on Drugs and Crime, in collaboration with the Joint United Nations Programme on HIV/AIDS (UNAIDS), the World Health Organization (WHO) and other relevant organizations, to pursue its efforts in studying the effectiveness of drug-related HIV/AIDS prevention programmes. In addition, the Commission selected for the thematic debate on drug abuse prevention, treatment and rehabilitation to be held during its forty-eighth session, in 2005, the themes "Community capacity-building" and "Preventing HIV/AIDS and other blood-borne diseases in the context of drug abuse prevention". From 1 July 2004 to 30 June 2005, the United Nations Office on Drugs and Crime will chair the Committee of Co-Sponsoring Organizations of the Joint United Nations Programme on HIV/AIDS.

14. The United Nations Office on Drugs and Crime is the convening agency for all matters pertaining to injecting drug use as it relates to HIV/AIDS. The main partners of the Office in that area include the UNAIDS secretariat, the United Nations Children's Fund (UNICEF) and WHO. The Office has organized a series of meetings of the inter-agency task team on injecting drug use. Together with the UNAIDS secretariat, the Office maintains the United Nations Reference Group on HIV/AIDS Prevention and Care among IDU in Developing and Transitional Countries. Furthermore, the Office has established an HIV/AIDS Unit within the Division for Operations to oversee the implementation of the strategy of the Office pertaining to all aspects of HIV/AIDS and other health and social consequences of drug abuse.

C. Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors

15. In paragraph 13 of the Political Declaration adopted by the General Assembly at its twentieth special session, Member States decided to devote particular attention to illicit manufacturing, trafficking and consumption of synthetic drugs and called for action to give effect to the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors. In September

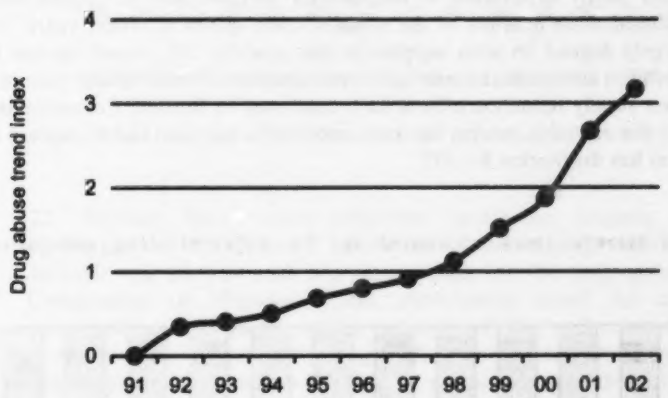
2003, to support the priority given by Member States to combating the threat posed by ATS, the United Nations Office on Drugs and Crime released its first global survey on synthetic drugs, entitled *Ecstasy and Amphetamines: Global Survey 2003*.[4] The survey revealed a striking increase in the manufacture of, trafficking in and abuse of synthetic drugs worldwide, affecting all countries, both producers and consumers. The survey documented an alarming increase in the number and size of manufacturing sites around the world, which ranged from small kitchen laboratories to sophisticated clandestine operations capable of manufacturing 1 ton of synthetic drugs per week (the equivalent of 1 million Ecstasy tablets). The survey underlined the global nature of the ATS problem. Unlike cocaine and heroin, whose manufacture is limited by geography and climate, ATS can be produced anywhere. Clandestine manufacturers were taking increasing advantage of the easy access to production information available through the Internet. Laboratories with access to the necessary precursor chemicals were being set up to fuel a growing demand.

16. About 38 million people used ATS in the past year.[5] In the period 1998-2002, the abuse of ATS increased in all regions of the world, despite some recent signs of stabilization in the main consumption areas (see figure II). Methamphetamine continues to be the most widely available ATS, although methylene-dioxymethamphetamine (MDMA, commonly known as Ecstasy) is the substance with the largest increases over the past few years. The majority of methamphetamine interdictions have taken place in East and South-East Asia and North America. Europe has accounted for the bulk of global seizures of amphetamine and Ecstasy, with most countries registering increased seizures. The clandestine manufacture of Ecstasy-type substances, measured by the number of clandestine laboratories detected, appears to be concentrated in Western Europe and North America. In the last few years, detections have also been reported in countries in East and South-East Asia. The widespread abuse of and trafficking in synthetic drugs, especially ATS, underlines the need for Governments in countries where most illicit manufacture is taking place to take effective action against that illicit activity, including by implementing more stringent controls to prevent the diversion of precursor chemicals from licit channels to be used in the illicit manufacture of ATS (E/CN.7/2004, paras. 89 and 112).

17. At its forty-seventh session, the Commission on Narcotic Drugs held a thematic debate on synthetic drugs and control of precursors: production of, trafficking in and abuse of synthetic drugs, including methaqualone (Mandrax); and strengthening systems for the control of precursor chemicals to prevent diversion of and trafficking in such chemicals. It was noted that the efforts of some national authorities in those areas were increasingly being frustrated by lack of capacity to deal with hazardous crime scenes and to dispose of precursor chemicals safely. Pre-export notifications had proved to be a valuable means of combating the diversion of legitimate consignments, and backtracking investigations had made it possible to detect the origin of seized chemicals and to identify the modus operandi used in cases involving diversion.[6] Illicit trafficking by sea continued to be one of the main means used to transport illicitly manufactured drugs and their precursor chemicals in all regions. Reference was made to Operation Purple, Operation Topaz and Project Prism, the international precursor control initiatives undertaken by Governments in cooperation with the International Narcotics Control Board. It was noted that, although those initiatives had proved their effectiveness, they required

the continued support and commitment of all participating States.[7] The Commission recommended that the Economic and Social Council approve for adoption by the General Assembly a draft resolution entitled "Follow-up on strengthening the systems of control over chemical precursors and preventing their diversion and trafficking".[8] In that draft resolution, the Assembly would urge all Member States to put in place systems to ensure that the details of any interdiction, seizure, diversion or attempted diversion of precursors are communicated expeditiously to all Governments concerned and the International Narcotics Control Board and, insofar as possible, share relevant information so that methods frequently used for trafficking in chemicals may be identified, pursuant to article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988.[9]

Figure II
Global trends in the abuse of amphetamine-type stimulants, according to national experts, 1991-2002



Source: *World Drug Report 2004* (United Nations publication, Sales No. E04.XI.16).

18. The International Narcotics Control Board, in its annual report for 2003,[10] called upon all Governments concerned to join forces in combating the problem of ATS abuse through Project Prism, a worldwide operation to prevent diversions of precursor chemicals used in the manufacture of ATS. Project Prism aims to prevent the illicit manufacture of the chemical precursors by stopping traffickers obtaining the chemicals they need, and identifying and dismantling the laboratories where such manufacture took place, using a variety of law enforcement investigative techniques, such as controlled delivery.

D. Judicial and law enforcement cooperation

19. The Single Convention on Narcotic Drugs of 1961,[11] the Convention on Psychotropic Substances of 1971[12] and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988,[9] which have

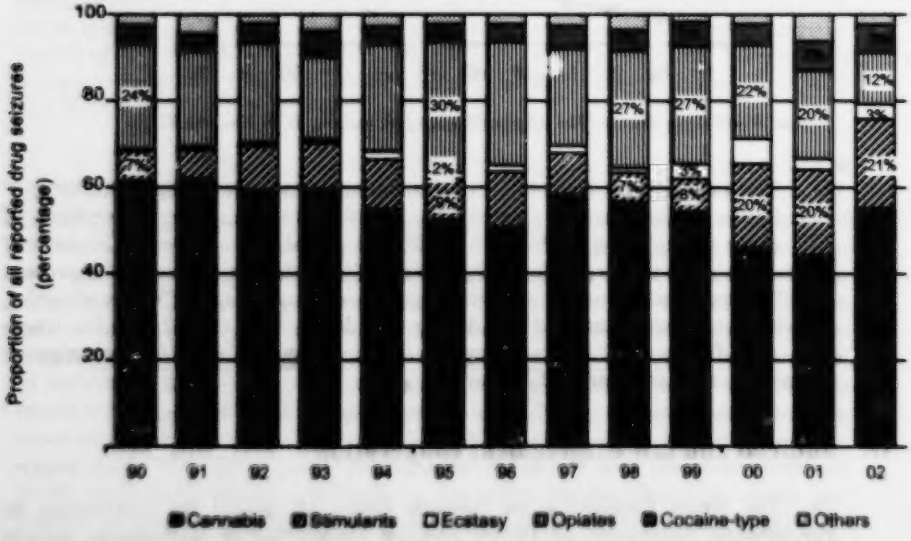
been ratified by nearly all Member States, provide the legal framework for international drug control, including for judicial cooperation. There are 180 States parties to the 1961 Convention and that Convention as amended by the 1972 Protocol,[13] 175 States parties to the 1971 Convention and 170 parties to the 1988 Convention.

20. The overall number of drug seizures has consistently increased since the early 1990s, but there were signs of stabilization and decline in 2002. Global seizure data for the period 1990-2000 show a decline in the relative importance of cannabis, the rapid emergence of ATS, an increase in seizures of opiates and an increase, followed by stabilization, in cocaine seizures (see figures III and IV). The quantity of the illicit drugs seized has also increased, with Ecstasy, depressants and ATS showing the strongest increases. In terms of the quantity seized, cannabis figures most prominently; it is followed by cocaine, opiates and ATS, in that order.

21. The global heroin market remained largely stable in 2002, but there were slight indications of expansion in 2003, and a larger expansion has been forecast for 2004. As opium poppy cultivation is increasingly concentrated in Afghanistan, which has produced three quarters of the world's illicit opium in recent years, the market will largely depend on what happens in that country. The overall decline in coca bush cultivation and cocaine manufacture has continued for the fourth year in a row, and vigilant supply reduction efforts have continued in Bolivia, Colombia and Peru. However, the cannabis market has continued to be buoyant and to expand in many regions, as has the market for ATS.

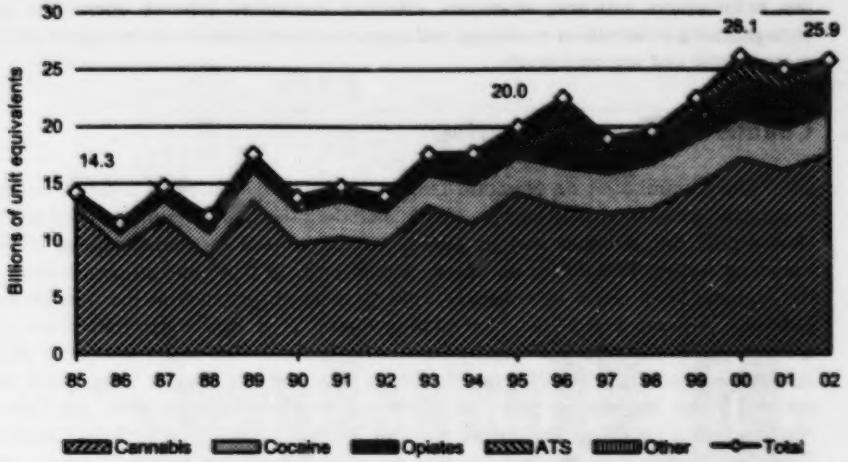
Figure III

Proportion of seizure cases accounted for by different drug categories, 1990-2002



Source: *World Drug Report 2004* (United Nations publication, Sales No. E.04.XI.16).

Figure IV
Global drug seizures in billions of unit equivalents, 1985-2002



Source: *World Drug Report 2004* (United Nations publication, Sales No. E.04.XI.16).

22. Member States have expressed continuing concern regarding serious challenges and threats posed by the links between drug trafficking, terrorism and national and transnational organized crime. At the forty-seventh session of the Commission on Narcotic Drugs, participants called for strong international cooperation, in particular among judicial and law enforcement authorities at all levels, to prevent and combat drug trafficking. Representatives referred to increased problems involving drug trafficking by sea and the transit traffic in illicit drugs in their countries, to the critical role of international cooperation and to successes facilitated by bilateral and regional agreements and arrangements, in particular regarding mutual legal assistance, extradition and law enforcement cooperation. It was noted that the European arrest warrant had become a cornerstone of judicial cooperation within the European Union, in particular in efforts to implement the principle of mutual recognition of decisions in criminal matters.[14]

23. The subsidiary bodies of the Commission on Narcotic Drugs reviewed trends in drug trafficking and regional and subregional cooperation, as well as addressing priority drug law enforcement issues in their respective regions. Four meetings were held in 2003: the thirty-eighth session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, held in Amman from 23 to 27 June; the Thirteenth Meeting of Heads of National Drug Law Enforcement Agencies, Africa, held in Port Louis from 8 to 12 September; the Thirteenth Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean, held in Salvador, Brazil, from 20 to 24 October; and the Twenty-seventh Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific, held in Bangkok from 8 to 12 December. The recommendations made by the subsidiary bodies addressed issues such as countering opiate and cannabis

trafficking, identifying drug traffickers through effective document control, law enforcement cooperation against the illicit manufacture and distribution of stimulants, training of law enforcement officials, mobilizing community support for law enforcement anti-drug strategies, effective controlled delivery operations and strengthening information exchange and operational cooperation at the inter-agency, cross-border and regional levels.

E. Countering money-laundering

24. The Commission on Narcotic Drugs noted that measures to combat money-laundering associated with serious crime, including the financing of terrorist assets, should take into account various aspects of the revised recommendations of the Financial Action Task Force on Money Laundering. In that context, cooperation at the regional level could be enhanced through mechanisms such as the Eastern and Southern African Anti-Money Laundering Group. The new legal framework for action against the crime of money-laundering had allowed easier access to bank information and the successful functioning of financial intelligence units which had resulted in an increase in cases identified and confiscated.[15] In 2003, the United Nations Office on Drugs and Crime, working in close cooperation with the Counter-Terrorism Committee of the Security Council, supported the ratification and implementation of the 12 universal instruments on terrorism, as well as compliance with Security Council resolution 1373 (2001) of 28 September 2001. The Global Programme against Money-Laundering has contributed to the implementation of Security Council resolution 1456 (2003) of 20 January 2003, providing assistance in such areas as drafting legislation and building capacity for investigators, prosecutors and operators in the financial sector, as well as establishing and strengthening financial intelligence units.

F. Illicit crop eradication and alternative development

25. At the Millennium Assembly of the United Nations, world leaders identified global poverty as one of the greatest challenges. They adopted the United Nations Millennium Declaration, in which they resolved to halve extreme poverty by 2015 (General Assembly resolution 55/2, annex, para. 19). Over the past year, the Office has assisted Governments in reducing the cultivation of illicit drug crops, particularly opium poppy and coca bush. Progress has been undeniable, though uneven. Over recent years, there has been sustained crop reduction in Bolivia and Colombia. In Afghanistan, however, unabated opium poppy cultivation has resulted in that country becoming the source of three quarters of the world's illicit opium production (see figures V and VI). Most Governments in the Andean subregion and South-East and South-West Asia have initiated alternative development plans aimed at curbing illicit crop cultivation. Those plans include the promotion of commercially viable agro-industry and agro-forestry products, as well as the rational use of woodland resources and soil conservation. The programmes of the United Nations Office on Drugs and Crime, of which some are run independently and some are co-managed with other agencies and international financial institutions, have focused on the reduction of poverty, the empowerment of women, the creation of new sources of livelihood and the protection of the environment.

Figure V
Global opium poppy cultivation, 1990-2003

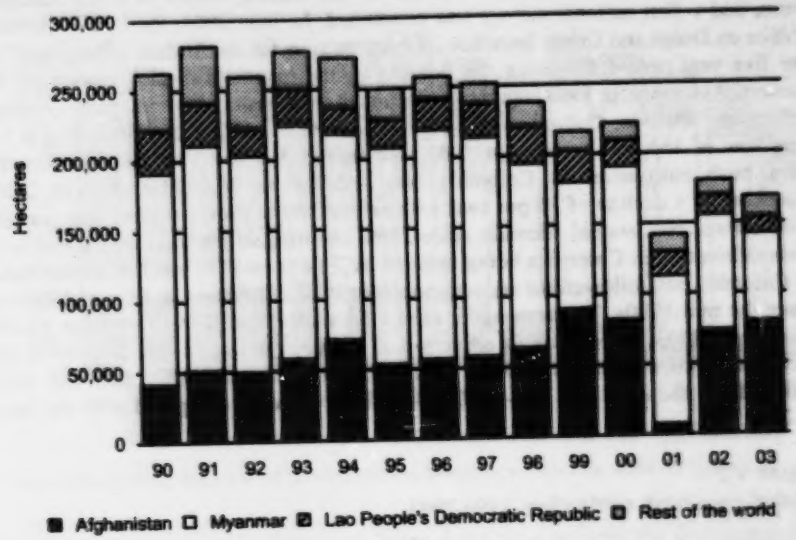
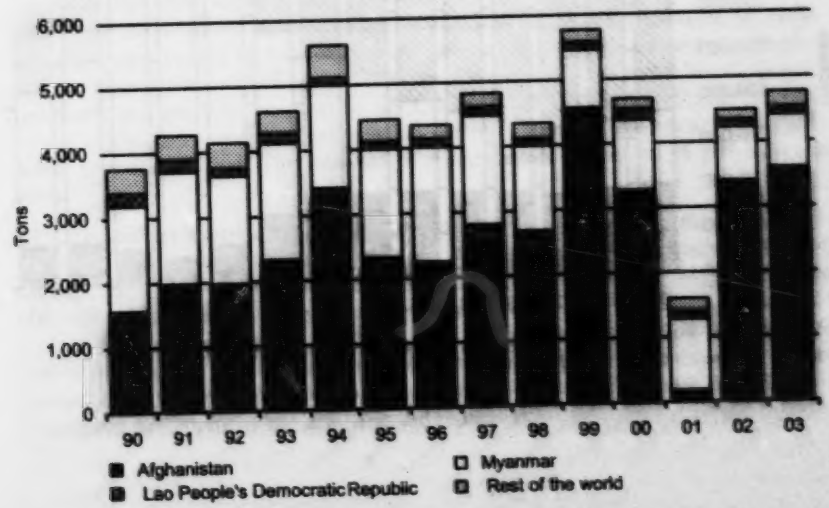


Figure VI
Global opium production, 1990-2003



Source: *World Drug Report 2004* (United Nations publication, Sales No. E.04.XI.16).

26. The Illicit Crop Monitoring Programme of the United Nations Office on Drugs and Crime has helped Governments to establish monitoring systems and conduct annual surveys in all the main illicit coca and opium production areas. In 2003, a similar system was established in Morocco, the leading source of illicit cannabis resin, and a first national survey was conducted. In June 2004, the United Nations Office on Drugs and Crime launched its coca surveys for the Andean subregion.[16] In the five-year period following the holding of the twentieth special session of the General Assembly, in 1998, the total area under coca bush cultivation in the Andean subregion—Bolivia, Colombia and Peru—declined by 20 per cent, reaching a 14-year low of 153,800 hectares in 2003 (see figures VII and VIII). The area under coca bush cultivation in Colombia was reduced to 86,000 hectares in 2003, representing a decline of 16 per cent with respect to the previous year, that was the third consecutive annual decrease since 2000, resulting in the total area under coca bush cultivation in Colombia being reduced by 7 per cent. The trend in recent years in Colombia has followed the reduction in coca bush cultivation in Peru and Bolivia since the mid-1990s. The area under coca bush cultivation in Peru stood at 44,200 hectares in 2003, representing a reduction of 13 per cent since 1998. In Bolivia, the area under coca bush cultivation totalled 23,600 hectares, only half the level estimated in the early and mid-1990s but a slight increase compared with the level in 2002.

Figure VII
Global coca bush cultivation, 1990-2003

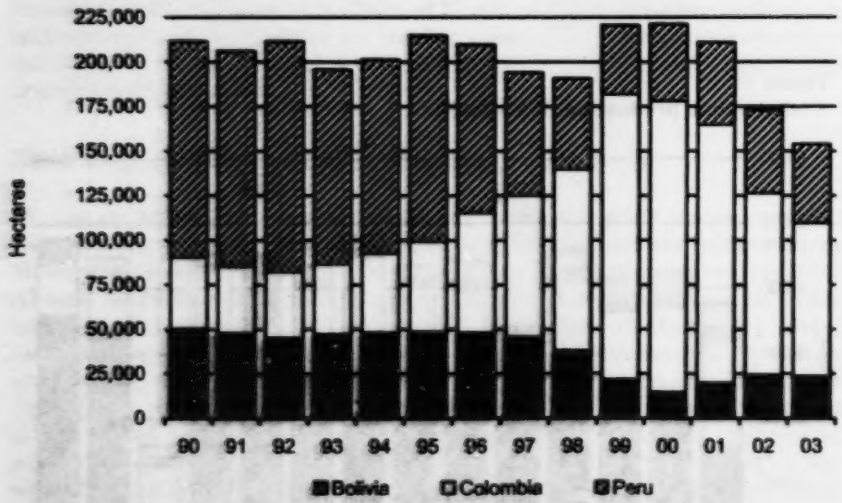
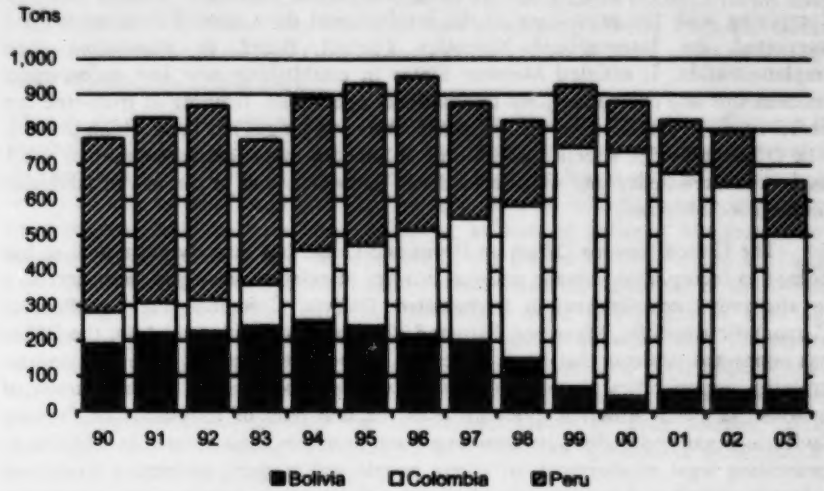


Figure VIII
Global cocaine manufacture, 1990-2003



Source: *World Drug Report 2004* (United Nations publication, Sales No. E.04.XI.16).

27. The United Nations Office on Drugs and Crime assisted the Governments of Afghanistan, the Lao People's Democratic Republic and Myanmar with annual surveys of opium poppy cultivation. In Myanmar, such cultivation declined by 24 per cent in 2003, resulting in a cumulative decline of 62 per cent since 1996. By contrast, such cultivation increased again in Afghanistan by 8 per cent in 2003. The results of the 2004 surveys for Afghanistan and Myanmar will be released in late 2004. The 2004 opium poppy survey for the Lao People's Democratic Republic[17] was conducted jointly by the Government of the Lao People's Democratic Republic and the United Nations Office on Drugs and Crime from January to March based on fieldwork and satellite imagery. In the Lao People's Democratic Republic, opium poppy cultivation showed a decline of 45 per cent, from 12,000 hectares in 2003 to 6,600 hectares in 2004. That resulted in a cumulative decline of 75 per cent since 1998.

28. To sustain that decrease, the United Nations Office on Drugs and Crime continues to support the Government of the Lao People's Democratic Republic through a programme facilitation unit that is coordinating, supporting and monitoring the national programme strategy, entitled "The Balanced Approach to Opium Elimination in the Lao PDR". The programme facilitation unit has been specially designed to perform this task with the help of a combination of both international and national personnel with extensive expertise and experience in alternative development and drug demand reduction.

III. Action by the United Nations system

29. The United Nations Office on Drugs and Crime continued to assist States in complying with the provisions of the international drug control conventions and supported the International Narcotics Control Board in monitoring their implementation. It assisted Member States in establishing new law enforcement mechanisms and promoting joint international operations. Training of front-line law enforcement officials, investigators, prosecutors and judges has been a high priority. The Office provided specialized training in modern investigative techniques (such as covert intelligence and off-site evidence gathering) and in the use of advanced intelligence software.

30. The United Nations Office on Drugs and Crime has directly promoted, or has helped to incorporate into the national poverty alleviation strategies, best practices in alternative development in Afghanistan, Bolivia, Colombia, the Lao Peoples Democratic Republic, Myanmar, Peru and Viet Nam. In South-East Asia, the Office has supported projects that have helped to secure food security of former opium-growing communities through increasing rice production and other sources of income. In Latin America, pilot projects reached tens of thousands of farming families, organized under agro-businesses and producer associations. In addition to generating legal employment for young people and women, alternative livelihood schemes contributed to the production of legal exports and food crops, combining micro- and macroeconomic benefits for the countries.

31. In the area of drug demand reduction and promoting public health, the United Nations Office on Drugs and Crime has assisted Member States in establishing national drug abuse information systems, promoting best practices and implementing projects leading to reduced drug dependence. The Office continues to support Member States through projects to prevent drug abuse among youth in general, as well as at-risk youth and specific populations. Moreover, through the Global Initiative on Primary Prevention of Substance Abuse, implemented jointly with the World Health Organization and the Global Youth Network, the Office has identified good practices and disseminated them through a series of "hands-on guides" on how to plan a drug abuse prevention response and on how to use performance, sports, youth events, peer-to-peer activities and the Internet to prevent drug abuse. The Office also developed a methodological resource known as the toolkit on drug abuse epidemiology to support the development of an integrated drug information system, the implementation of school surveys on drug abuse; prevalence estimation; data management and interpretation; and qualitative research and focused assessment studies. With regard to treatment and rehabilitation, the Office launched a number of regional projects in Eastern Europe and the Central Asian States aimed at the diversification of services available to injecting drug users, including treatment and prevention of HIV/AIDS. Four publications have been produced under the Drug Abuse Treatment Toolkit series to address different issues in this field.

32. The United Nations Office on Drugs and Crime issued *World Drug Report 2004* in connection with the International Day against Drug Abuse and Drug Trafficking on 26 June 2004, under the theme "Drugs: treatment works". The Office introduced its first two-volume edition of the *World Drug Report*, which merges the former *Global Illicit Drug Trends* with the *World Drug Report*. The two publications

were combined to increase the breadth of analytical coverage, while maintaining annual statistical output. *World Drug Report 2004* covers market trends and provides in-depth long-term trend analysis, as well as detailed statistics on all illicit drug markets. The report was based on data obtained primarily from the annual reports questionnaire sent by Governments to the Office in 2003, supplemented by other sources, when necessary.

33. In its resolution 46/8, the Commission on Narcotic Drugs, reaffirming its resolutions 44/16 and 45/17, in which it had called for continued improvement in management and a strengthened dialogue with Member States so as to contribute to enhanced and sustainable programme delivery. Several initiatives have been taken to strengthen dialogue with Member States, as well as between Member States, concerning the priorities and management of the United Nations Office on Drugs and Crime. In 2003, management reforms streamlined the functions of the Office, reprofiling the field office network, securing a more stable income base and strengthening human resource management, financial controls and information technology. In March 2004, the Secretary-General established the United Nations Office on Drugs and Crime to implement the Organization's integrated drug and crime programmes, addressing the interrelated issues of drug control, crime prevention and international terrorism in the context of sustainable development, peace and security (ST/SGB/2004/6).

34. In addition to initiatives to maximize the income from its traditional donors, the United Nations Office on Drugs and Crime has sought to expand co-financing through cost-sharing and government cash counterpart contributions from assisted countries. Great importance has also been attached to mobilizing additional resources from foundations and the corporate sector and to forging innovative partnerships with non-governmental organizations, volunteers and mentors. The Office continued to reach out to international financial institutions, specialized agencies of the United Nations system and bilateral development organizations to build strategic alliances at the planning and operational levels. The Office has continued to promote the mainstreaming of drug control matters into the work of United Nations organizations. The Office is a member of the Millennium Project Task Force 1 on Poverty and Economic Development, which addresses cross-cutting issues such as human rights, good governance, drugs and crime. At the session of the United Nations System Chief Executives Board for Coordination, held in Vienna on 2 and 3 April 2004, the Board approved a policy document on the relation between crime and development, which laid the foundation for strong partnerships with Member States and within the United Nations system, to fight crime so as to remove a major obstacle to development.[18]

IV. Conclusions and recommendations

35. **In the Political Declaration adopted by the General Assembly at its twentieth special session, devoted to countering the world drug problem together, in 1998, Governments decided to achieve significant progress in the reduction of illicit drug supply and demand by the year 2008. Since the results achieved so far have been mixed, Member States should strengthen their efforts to implement the outcome of the twentieth special session, in order to make**

greater progress towards the goals and targets to be attained by all States by 2008.

36. Member States should continue to show their commitment to the implementation of the outcome of the twentieth special session by submitting their replies to the biennial reports questionnaire in a complete and timely manner.

37. Relevant United Nations entities, other international organizations and international financial institutions, including regional development banks, should mainstream drug control issues into their programmes, with the United Nations Office on Drugs and Crime continuing to maintain its catalytic role in mainstreaming the issues by providing relevant data and developing appropriate tools.

Notes

[1] *World Drug Report 2004* (United Nations publication, Sales No. E.04.XI.16).

[2] *Report of the International Narcotics Control Board for 2003* (United Nations publication, Sales No. E.04.XI.1), para. 59.

[3] *Official Records of the Economic and Social Council, 2004, Supplement No. 8* (E/2004/28), paras. 51-52.

[4] United Nations publication, Sales No. E.03.XI.15.

[5] *World Drug Report 2004* ..., p. 10.

[6] *Official Records of the Economic and Social Council, 2004, Supplement No. 8* (E/2004/28), chap. III, para. 27.

[7] Ibid., chap. V, para. 65.

[8] Ibid., chap. I, sect. A, draft resolution III.

[9] United Nations, *Treaty Series*, vol. 1582, No. 27627.

[10] *Report of the International Narcotics Control Board for 2003*, paras. 127-130.

[11] United Nations, *Treaty Series*, vol. 520, No. 7515.

[12] Ibid., vol. 1019, No. 14956.

[13] Ibid., vol. 976, No. 14152.

[14] *Official Records of the Economic and Social Council, 2004, Supplement No. 8* (E/2004/28), chap. III, para. 28.

[15] Ibid.

[16] United Nations Office on Drugs and Crime, *Colombia: Cultivation Survey* (June 2004); United Nations Office on Drugs and Crime, *Peru: Coca Cultivation Survey* (June 2004); United Nations Office on Drugs and Crime, *Bolivia: Coca Cultivation Survey* (June 2004).

[17] United Nations Office on Drugs and Crime, *Lao People's Democratic Republic: Opium Survey 2004* (July 2004).

[18] For more details, see the annual overview report of the United Nations System Chief Executives Board for Coordination for 2003 (E/2004/67).